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Population and Family Planning

THE TRANSITION FROM CONCERN TO ACTION

**REPORT OF THE
PRESIDENT'S COMMITTEE ON
POPULATION AND FAMILY PLANNING**

"The population explosion has already become one of the most critical world problems of our time and daily grows more serious. It threatens to smother the economic progress of many nations and endangers the free world struggle for peace and security."

— DWIGHT D. EISENHOWER

"The magnitude of the problem (of economic development) is staggering. In Latin America, for example, population growth is already threatening to outpace economic growth—and in some parts of the continent living standards are actually declining . . . and the problems are no less serious or demanding in other developing areas of the world."

— JOHN F. KENNEDY

"I will seek new ways to use our knowledge to help deal with the explosion in world population and the growing scarcity in world resources."

— LYNDON B. JOHNSON

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PRESIDENT'S COMMITTEE ON
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NOVEMBER, 1968

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Museum of Medical Research, NIH

Population and Family Planning

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REPORT OF THE
PRESIDENT'S COMMITTEE ON
POPULATION AND FAMILY PLANNING

NOVEMBER 1969

U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

Office of the Secretary
Washington, D.C. 20201

Project of the NIH History Office and
David B. Brown, Jr.
Museum of Medical Research, NIH

Contents

| | <i>Page</i> |
|---|-------------|
| The President's Mandate | 5 |
| Committee Members, Staff and Technical Advisors | 6 |
| Proposals for Immediate Consideration | 9 |
| The Problem | 13 |
| Our Domestic Responsibilities | 15 |
| Our International Responsibilities | 21 |
| Designs for Research and Training | 27 |
| New Directions In Policy and Program Planning | 37 |

The Mandate to the President's Committee on Population and Family Planning

I am appointing a Committee of distinguished citizens and Government officials to make a careful review of Federal policies and programs in relation to worldwide and domestic needs.

I am asking the Committee

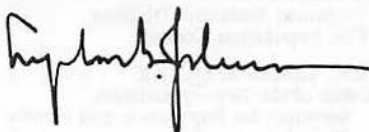
- to determine ways of providing the American people with meaningful information about population change and assuring that its significance will be understood by the rising generation.
- to define the Federal Government's direct role in research and training in population matters including the physiology of human reproduction, in fertility control and the development of new contraceptives, and the Government's role in supporting such research and training in private institutions at home and overseas.
- to define the responsibility of the Federal Government, in cooperation with State, community, and private agencies in assuring that all families have access to information and services that will enable them to plan the number and spacing of their children.
- to suggest actions which the United States should take in concert with other countries and with international organizations to help the developing countries of the world to understand and to deal effectively with their high rates of population growth.

I am asking the Committee to provide me with an estimate of the costs of an effective five-year program plan in research, training and services.

The Committee may establish working groups of government and non-government experts to study technical, economic or social aspects of the population problem.

I am asking the Committee to report to me within 120 days.

THE WHITE HOUSE
July 16, 1968



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POPULATION AND FAMILY PLANNING: THE TRANSITION FROM CONCERN TO ACTION

PROPOSALS FOR IMMEDIATE CONSIDERATION

The world's population problems must be high on the world's agenda. In the more developed nations, present rates of population growth cannot continue indefinitely without causing serious social and environmental problems. The rapid growth rates of the developing nations are a threat to their own plans for economic and social progress, on which the peace of the world may well depend. In both, the level of information and understanding must be improved. In both, the very quality of life is at stake.

No simple program will resolve the world's population problems: They demand a variety of actions on a sustained basis by governments, private organizations, and individuals. This report recommends a broad range of actions by the Government of the United States to resolve pressing problems and to establish sound, long-range policies. Present problems are so urgent, however, that the Committee has selected from the full report the following key proposals, recommended for immediate consideration.

* * * *

As its first responsibility, the Committee considered domestic programs in population and family planning intended primarily to further the health and welfare of the American people. The Committee is convinced, moreover, that sound domestic programs will increase our experience and knowledge, and in consequence will make our participation in international programs more useful and valued. The Committee, therefore, recommends:

1. That the Federal Government rapidly expand family planning programs to make information and services available by 1973 on a

voluntary basis to all American women who want but cannot afford them.

This policy will require an increase in the Federal appropriation for domestic family planning services, to be provided on a strictly voluntary basis, from \$30 million in the fiscal year 1969 to \$150 million in 1973. This is a small price to pay for providing help to an estimated five million women now deprived by poverty and ignorance of the opportunity to plan their families effectively.

2. That the Department of Health, Education, and Welfare and the Office of Economic Opportunity develop specific five-year plans for their population and family planning programs.

The task to be done is so complex that a detailed, long-range plan is essential for translating policy into day-to-day operations. A prospectus for such a plan is presented in the full report.

3. That the Office of Education provide significant assistance to appropriate education agencies in the development of materials on population and family life.

All levels of the educational system stand in need of materials and curricula on the causes and consequences of population change, so that the American people can confront population issues intelligently. Also needed are curricula on family life so that personal decisions about marriage and parenthood can be made responsibly and with adequate information. Federal assistance for local educational programs in these fields should be expanded rapidly to at least \$8 million annually.

* * * *

Beyond this nation's domestic needs, the United States shares with other nations a concern about the world's population problems. Increasing numbers of countries, caught in the crisis of rapid population growth, recognize that their aspirations for a better life may be frustrated without effective population and family planning programs. Assisting such programs is now an integral part of our national commitment to help the developing countries. The Committee therefore recommends:

4. That the United States continue to expand its programs of international assistance in population and family planning as rapidly as funds can be properly allocated by the U.S. and effectively utilized by recipient countries and agencies.

Reducing population growth is not a substitute for economic development. And yet in most of the developing countries, a decline

in birth rates is necessary if they are to satisfy the reasonable aspirations of their people. Programs in population should continue to have high priority and increasing support as part of general assistance to social and economic development. It is clear now that our expenditures for assistance in this field should grow substantially in the next three to five years; however, the amount and allocation of increase should depend on a continuing review of our efforts in this field and the scale and effectiveness of programs undertaken by the developing countries.

5. That experienced specialists from other countries be invited to serve on advisory groups for both our domestic and international programs.

The American contribution to population programs abroad can only be a small part of their total costs, so it must be allocated through a carefully considered set of priorities to maximize long-term effects. This allocation will be more effective if the Federal Government seeks the advice of experts from other countries, some of which have more experience with large-scale family planning programs than our own country. Americans have served on such advisory groups for other countries; we should seek in return the benefit of similar advice for both our domestic and international programs.

* * * *

Additional research and a greater supply of trained personnel are essential for both domestic and foreign programs. Larger research programs, especially when combined with the recommended expansion of service programs, will create a demand for qualified personnel and for programs to train them. The Committee therefore recommends:

6. That the newly established Center for Population Research accelerate the Federal Government's research and training programs in both the biological and social sciences and that within two years the Center be expanded into a National Institute for Population Research, established by act of Congress.

The expanded program of biomedical and social science research and training in population supported by the National Institute of Child Health and Human Development and coordinated by its Center for Population Research should rise to \$30 million in the fiscal year 1970 and to \$100 million in 1971. This level of funding will enable the Center to launch needed programs on improved methods of contraception, basic research on the physiology of reproduction and social science research integral to population problems. The Center should become the focal point within the government for information about population research and training, whether domestic or foreign.

Planning should begin now to bring about its transformation into a separate National Institute for Population Research within the next two years.

7. That the Federal Government provide basic support for population studies centers.

Priority should be given to basic support for existing population centers primarily in universities to carry out research and training programs in the biomedical, health and social sciences. Support should also be given to the establishment of additional university centers. Such support will attract scientists, teachers and administrators by assuring them of career opportunities. Basic support for existing and additional centers, including construction, is estimated at an average annual cost of \$40 million.

* * * *

Making family planning available and effective is a principal aim of the actions recommended for immediate consideration, but family planning is only one of the important influences on population change. Population trends are influenced profoundly by many other things—for example, by tax policies, participation of women in the labor force, job and housing opportunities, population mobility, and marriage rates. Unfortunately, both knowledge and public information about population trends and policies are limited. The present report, completed in four months, should be supplemented by a more thorough review. The Committee therefore recommends:

8. That Congress authorize and the President appoint a Commission on Population.

Such a Commission should make the American public aware of the economic, educational and social impact of population trends. It should analyze the consequences of alternative U.S. policies in the light of this country's determination to enhance the quality of American life. It should evaluate the progress of this nation's programs and review the extent to which the recommendations of this Committee have been implemented. The Commission could have a major impact in highlighting for the American people the urgency and importance of the population problem.

These proposals have been selected by the Committee as deserving of special emphasis. They are taken from the full report, which follows.

THE PROBLEM

On Human Rights Day, December 11, 1967, Secretary General U Thant of the United Nations made public a "World Leaders Declaration on Population." This document was signed by the heads of thirty nations including the President of the United States. Among its principles were these:

The population problem must be recognized as a principal element in long-range national planning if governments are to achieve their economic goals and fulfill the aspirations of their people.

The great majority of parents desire to have the knowledge and means to plan their families; the opportunity to decide the number and spacing of children is a basic human right.

Support for these statements by national leaders through the United Nations reveals the increasing concern about population problems throughout the world and a growing determination to do something about them.

Rapid population growth is a direct result of man's enhanced ability at death control. Modern medicine and improved nutrition have cut death rates throughout the world, thus upsetting the traditional balance between births and deaths and producing rates of population growth unprecedented in the history of man. If present growth rates remain unchecked, the present world population of $3\frac{1}{2}$ billion will double to seven billion by the end of the century.

More than 80 per cent of this increase will occur in the developing nations. With growth rates averaging $2\frac{1}{2}$ per cent per

year, the developing nations are suffering an acute imbalance between births and deaths, and throughout much of Asia, Africa and Latin America, successful efforts at economic development find their gains diluted by ever-increasing numbers of people. Most of the additional population will, therefore, come into the world with limited prospects of adequate food, shelter, education and employment.

In the industrialized nations, declines in death rates have been followed by declines in birth rates. In the United States, the resulting rate of natural population increase has been about one per cent per year. This rate of growth cannot be maintained indefinitely. Eventually, it will mean severe social and economic dislocations. At present, however, America faces a difficulty of another kind. Some members of our society, most of them poor, are unable to limit their families to the number of children they want. Consequently, they have more children than they desire and these children are too often condemned to perpetuate the poverty of their parents. Domestic programs should make family planning available, on a voluntary basis, to all our citizens.

The population problem is serious enough simply from the standpoint of assuring a reasonably adequate supply of food for the anticipated increase in numbers. But it is far deeper than that, since it affects health and nutrition, literacy and education, productive employment and living standards. In essence, it is concerned not with the quantity of human life but with its quality.

At the same time, solving the population problem will not solve everything. Reducing excessive rates of population growth will speed development in the poorer nations. But reductions in birth rates must be accompanied by positive programs of economic development.

* * * *

Accordingly, this Committee faced the question: What population and family planning policies ought the United States to adopt in its long-range efforts to improve the quality of life for its own citizens and to contribute to the improvement of life in the developing nations?

Since the President's State of the Union Message of 1965, the Federal Government has shown a sharply increased awareness of the nature and magnitude of population problems as they affect both the United States and the world. This report, requested by the President, is one indication of that new awareness and proposes establishing mechanisms through which the government can review existing policies and develop programs as the needs demand.

OUR DOMESTIC RESPONSIBILITIES

This section outlines the role of the Federal Government in achieving a society in which all parents can have the number of children they want when they want them. For the majority of the American people, this goal will be attained by research programs yielding superior contraceptive methods and increased knowledge about human reproduction, by training programs for physicians and other family planning professionals, and by programs of public education.

For the one-fifth of Americans who are poor or nearly poor, however, these programs will not be enough. The current availability of family planning is of little help to those who cannot afford the services, who do not know that they are available, or who live where medical services are scarce.

The lack of family planning services among the poor is not a problem confined to one race, nor is it confined to the urban areas; in fact, two-thirds of the nation's poor are white, and only one-third live in central city slums. Neither is the problem confined to certain geographic areas; the people needing services live in all sections of the country.

Moreover, the poor are precisely those for whom a lack of family planning services is most disastrous. While surveys indicate that poor people want no more children than those who are not poor, they have in fact many more children. Excessive fertility can drive a family into poverty as well as reduce its chances of escaping it. The frequency of maternal deaths, the level of infant mortality, and the number of children who are chronically handicapped are all markedly greater among the poor than in the rest of the population. One of the most effective measures that

could be taken to lower mortality and morbidity rates among mothers and children would be to help the poor to have the number of children they desire.

It is estimated that five million American women want family planning services but cannot get them because they cannot afford them or have no ready access to them. Basic legislation already exists, but modifications to provide adequate authorizations and appropriations will be needed. Under present legislation, the Department of Health, Education, and Welfare and the Office of Economic Opportunity have programs to bring family planning services to the poor. Such programs and private efforts now reach about one million needy women. In view of the scarcity of health resources in poor neighborhoods, services needed to reach an estimated five million women will require dedicated effort and careful planning. The Committee therefore recommends:

That the Federal Government rapidly expand family planning programs to make information and services available by 1973 on a voluntary basis to all American women who want but cannot afford them.

An outline of a long-range plan to create adequate service structures, developed with DHEW specifically in mind, appears in the last section of this report.

Three different types of federally-assisted programs now provide family planning services primarily to the poor:

1. Project grants of the Children's Bureau of DHEW and of the Community Action Program of OEO can be used to establish or expand family planning services.
2. Formula grants to States for comprehensive health services and maternal and child health can be used to support family planning. In order to receive a maternal and child health grant a State must provide family planning services and make them available statewide by 1975.
3. Cash assistance is provided by States to families with dependent children, with the Federal Government sharing in the costs. Recent Federal legislation requires that each State offer family planning services to the recipients of such assistance. (The acceptance of services is voluntary and not a condition of welfare payments.) Under Medicaid, the Federal Government also shares with the States the cost of paying the medical bills of the poor.

In order to fit these programs into a sustained plan to make family planning services available, two apparently conflicting objectives must be reconciled. The basic thrust of recent Federal policy emphasizes the importance of a comprehensive approach to health care, making specialized health services a part of general health services. The fragmenting of health services into a host of special programs tends to reduce the quantity and quality of the general health care. Medical and allied health resources are scarce in poor neighborhoods. Relying solely on the development of comprehensive medical care for the poor, however, might seriously delay the provision of family planning services.

Our conclusion is that specialized family planning services should be provided now, and that later, as comprehensive medical services become available, family planning projects can be absorbed into the broader health systems. The Committee therefore recommends:

That Federal programs for the delivery of family planning services be developed in phases, moving from initial provision through specialized programs to eventual incorporation into comprehensive health services.

Under such an approach, project grants, as the first phase, would provide the means of introducing family planning services speedily into areas of poverty.

In the next phase, the ultimate objectives of the program would be attained. This would mean establishing opportunities for the poor and near poor to avail themselves of family planning services offered them as part of comprehensive medical services.

To the extent that family planning services are made available to the poor through publicly supported institutions—whether they are hospitals, health departments, other health centers or family planning clinics—those services will usually be located in areas where the poor live. But their use need not be limited exclusively to the poor. Other people whose incomes are above the level of poverty and deprivation that qualifies them for Medicaid will find the services convenient and should have access to them. The proposals that have been outlined will encourage a wider use of the institutions offering family planning services. Individuals will be charged the cost of services, paying it out of their own pockets or through public financing, depending on their income level. The poor will not use one set of institutions and their neighbors another.

At the community level, the provision of modern family planning services for approximately five million women will require the active participation of private physicians, hospitals, health departments, voluntary agencies, anti-poverty programs and welfare departments. A uniform delivery pattern applicable in all communities does not now exist, nor would such uniformity be desirable.

In this light, the different programs launched in the last few years by DHEW and OEO should be viewed as complementary. DHEW funds for family planning services are channeled primarily through medical institutions and official health agencies, while OEO projects are initiated by community action agencies and are usually neighborhood-based. Other Federal departments such as Housing and Urban Development, Agriculture, Defense, and Interior are in a position to serve special groups and several have begun to do so.

So that the Congress will more easily understand the particular roles of each agency and can satisfy itself that unnecessary duplication of effort is not present, the Committee recommends:

That in presenting to the Congress their separate budgets for family planning services, DHEW and OEO each make its own presentation in the context of an overall Federal budget for such services.

Current estimates put the annual cost to the Federal Government of providing family planning services at an average of \$30 per woman, with considerable variation depending on individual circumstances. To reach five million women would accordingly require \$150 million a year in Federal support. Changes in cost estimates, including those resulting from program experience, can be reflected in future budget requests, but increases of \$30 million annually for the next few years can be put to high priority use regardless of later variations in unit costs. In any case, costs are low compared to health and social benefits. The Committee therefore recommends:

That Federal appropriations for domestic family planning services be steadily increased from the present \$30 million in fiscal 1969 to \$60 million in 1970, and thence by \$30 million increments to a total of \$150 million in 1973. In the immediate future, the largest share of the increases should be concentrated in the project grant programs of DHEW and OEO.

Education and Information

The domestic programs outlined above have dealt with family planning services and not with other aspects of the population field. This seems appropriate because our government has a policy for providing family planning services to those who want them. The Committee recommends studies and discussion as a basis for increasing public understanding of the effect of population trends.

Support for enlightened population policy and the attainment of its goals require that information about population matters, including family planning and responsible parenthood, be incorporated into the system of education. Of particular importance is the inclusion of population and family planning materials into the curricula of medical and professional schools for the training of such related personnel as nurses, social workers, psychologists, home economists, and educators. Support should be given to a stronger emphasis on population studies in the social science departments of colleges and universities.

The attention the schools are now giving to population matters, particularly sex education, has been largely stimulated by voluntary agencies and private foundations. The effort should now receive increased support from the Federal Government. The Office of Education should be directed to expand both its own effort in this area and its grant support for the preparation of educational materials in population dynamics and family life education. The Committee therefore recommends:

That the Office of Education provide significant assistance to appropriate education agencies in the development of materials on population and family life.

Our estimate is that this program should be funded at about \$5 million per year for innovations in the public schools, \$2 million for special education projects in the first year, and about \$1 million for fellowships for teacher training in population studies and family planning in the first year.

The public discussion that will lead toward a national consensus on the policy implications of population growth for the family, the social structure, and the economic stability of the nation must be carried on as widely as possible. In view of the proper limitations on governmental intervention in this regard, private organizations should continue to have a fundamental responsibility in encouraging this discussion; but it is important

that such efforts expand as governmental support for family planning programs expands. The Committee therefore recommends:

That private organizations and the mass media expand their efforts in promoting public understanding of the population situation and of the effects of population trends upon family life, educational and occupational opportunities, maternal and child health, and the general quality of life.

A public consensus in support of enlightened policies rests on sound information about population change and its consequences for all sectors of the American people. Different audiences should be reached and informed: officials in national, State and local government; scientists, writers and educators; members of the health and social welfare professions; the lay public including such diverse groups as the urban, rural, middle class, poor, youth, parents, especially women in the childbearing ages, and special interest groups such as the business community, PTA, industry, labor, and religious groups.

OUR INTERNATIONAL RESPONSIBILITIES

A number of countries have recently adopted official policies or programs designed to make family planning services available as health measures or to decrease their rates of population growth or both. The policies and programs differ widely. In some countries, policy statements are unaccompanied by programs; elsewhere, programs are operating without official policy statements. Yet in all the developing world, perhaps two thirds of the people live in countries where programs have been started or policies announced.

In many countries, family planning is gaining support as a means of improving the health and welfare of families. More and more countries are also explicitly recognizing that their plans for economic and social progress are being jeopardized by high rates of population growth. In terms of the recency of the effort, the progress is impressive. However, given the magnitude of the problem and the objectives set by many countries, the scale of the effort is grossly inadequate.

While a great deal can and should be done now with the personnel and knowledge already available, this is a new field in which it is essential to build a sound base for larger efforts in the coming years. Population problems will almost certainly be of urgent concern to the world beyond the end of this century. Every delay now will increase the difficulties of future generations.

Policy

The policy of the United States for international assistance in this field is based on the fact that excessive rates of population growth impede economic and social progress and on the principle

that effective access to family planning information and service should be universally available.

The United States should encourage all nations to consider the impact of population factors on their development programs and to undertake action appropriate to their own situations. At the same time, this nation should not require any particular population policy as a condition of economic or other aid. The United States should continue, through appropriate public and private agencies, to be ready on request to assist any country to develop or strengthen population policies and programs based on respect for individual conscience and choice. Such assistance should be available even to those countries not presently receiving U.S. foreign assistance funds.

Program Development in the International Field

The Federal Government already recognizes that programs in the population field merit high priority as an integral part of general developmental assistance while acknowledging that reduction of population growth is not a substitute for other developmental assistance or progress. Excessive population growth retards general development; the converse is also true, that progress in social and economic development tends to accelerate the adoption of family planning and to speed a reduction in the birth rate.

The United States should continue to provide assistance to other countries, at their request, to help them develop and implement their own population and family planning programs. Funds appropriated for this purpose should be increased as rapidly as they can be properly allocated by the U.S. and effectively used by the recipients. Countries requesting such aid should have plans for population programs to which they are prepared to give strong support, including the commitment of local resources and personnel. The United States, on its side, must assign qualified personnel to review the requests for aid and to provide technical assistance for the resulting programs as appropriate. In view of the urgency of the problem, enough is known now to justify support for large-scale family planning programs. With no more than existing methods and knowledge, millions of couples around the world who want to limit the number of their children can be helped to do so. The Committee therefore recommends:

That the United States continue to expand its programs of international assistance in population and family planning as rapidly as funds can be properly allocated by the U.S. and effectively utilized by recipient countries and agencies.

Where maternal and child health services are weak or non-existent, family planning programs can be carried out independently and at the same time provide an important avenue through which such services can be established or strengthened. Available evidence indicates that the shorter the time since the last birth, the more interested couples are in family planning. A recent birth reminds parents of their continuing fecundity and the problems they may encounter in caring adequately for their growing families as well as the question of birth spacing. The initial success of international postpartum family planning programs illustrates how limited resources can make a significant difference. Since family planning is welcomed in the early postpartum period, special efforts should be made to reach women at delivery and shortly thereafter. Therefore the Committee recommends:

That in establishing priorities for its international assistance programs in population, the United States should relate family planning to maternal and child health programs wherever appropriate but also recognize that family planning efforts can be successfully conducted in their own right.

While continuing to work now with the best communications techniques presently available, government leaders and professional specialists must plan for the decades ahead. New means of communications already in use on an international basis offer possibilities for bringing information on family planning and population matters to hundreds of millions of persons now deprived of it. The Committee therefore recommends:

That consideration be given to appropriate communications techniques, including television and other mass media, as possible methods for breaking through the barriers of illiteracy and misinformation.

Administrative problems appear to be a particular source of difficulty for many of the large-scale family planning programs now in operation in the developing world. A system of program evaluation is needed to bring together information about a variety of approaches. From an operating point of view, for example, questions remain unanswered about the various methods of providing family planning services in hospitals as compared with other locations, of working through governmental as compared with private organizations, of providing information through mass media as compared with personal contact or combinations of these ap-

proaches. Trials of alternative methods should be considered to determine which will be most effective.

In a number of countries, there appear to be adequate personnel and other resources to carry out programs on which there is an evident consensus. Yet the programs are not carried out effectively. It might be that even if the programs were properly implemented, they would find little acceptance, but that question cannot be settled without a vigorous effort to undertake what is specified in the program. Until more is done in some places to carry out planned programs, it will be difficult to decide how much family planning can do and how much depends on going beyond present programs to change the social environment in which family decisions are made. The Committee therefore recommends:

That special attention be given to research, developmental and operational projects on the administrative aspects of family planning programs.

Administration and Funding of International Assistance

The United States should encourage more active participation of United Nations organizations and other similar groups interested in international development in the population field and should make available adequate financial support for their programs. Several of the United Nations organizations have new policies supporting activities in population, but their actual involvement in action programs or in closely related research remains minimal. Declarations of support for enlightened family planning and population policies are important, but action is also required.

In addition to cooperation with official multilateral agencies, Federal assistance programs should, whenever feasible, utilize the private foundations, universities and other non-governmental agencies that are already providing technical assistance in population studies or family planning services in other countries. The Committee therefore recommends:

That where appropriate, U.S. assistance in population matters should continue to be channeled through qualified non-governmental organizations and multilateral agencies.

In a field as complex as population, the funding of assistance programs on a one-year basis, especially when actual appropria-

tions are made after the beginning of that year, compounds the difficulties in planning and administering programs that must be developed on a long-term basis. The Committee therefore recommends:

That international assistance programs should be funded for periods of at least two years and projected for at least five years.

The State Department and the Agency for International Development have both expressed an interest in having the assistance of an advisory committee from outside the Government. In the short run, such a committee could help overcome the lack of qualified personnel to appraise programs in this rapidly expanding field and in addition could serve to informally review overall efforts where experienced personnel are in short supply. The Committee therefore recommends:

That an advisory committee of experts from outside the Government should be appointed to meet at regular intervals with governmental officials concerned with population programs to review and advise on major policies and programs.

It would be to our national advantage to have foreign specialists in population and family planning provide this country with the kind of informed and objective reviews that have been received by other countries. Americans have served usefully on such missions. The United States should seek to receive reciprocal benefits by drawing on the experience of experts from nations with large-scale family planning programs. The specialists who would be invited to review our population programs, both domestic and foreign, should be suggested by one or more of the agencies that already have international experience in the field. The use of such specialists will make clear to the world this nation's recognition that population problems are a matter of international concern. The Committee therefore recommends:

That experienced specialists from other countries be invited to serve on advisory groups for both our domestic and international programs.

Even with the wider international effort proposed in this report, programs of international assistance in population by the United States will never provide more than a small part of the total resources that will be committed to the solution of the pop-

ulation problems of the developing world. It is therefore of the greatest importance that American assistance be allocated in accordance with a carefully considered set of priorities and that these priorities be regularly reviewed. This country's contribution should be particularly designed to help other nations or multilateral programs in areas where limited but concentrated support can make a "breakthrough" difference. The observations of the recommended advisory groups would be especially helpful in this difficult task.

International Aspects of Research

An anticipated increase in nationwide family planning programs in the coming decades will require advances in knowledge, continuing research, and the training of qualified personnel. The next section of this report is concerned with the details of training and research requirements for both domestic and international programs. Special attention is directed to the fact that differences among countries require that each receives individual consideration. Differences also provide an opportunity for the kind of comparative research that is possible only on an international basis although the results should prove of benefit to each nation.

Research to develop more effective contraceptive methods, as recommended later in the report, is immediately important for the welfare of American families, but it has added significance in the developing countries as well as long-range benefits for the whole world. Particularly in the developing countries, improved contraceptives will make it easier for married couples who want to plan their families to do so. It is important in every country that there should be a choice among a number of safe and acceptable methods to suit individual preferences and beliefs. It is additionally important in countries with poor health and communications facilities that the methods should be cheap, simple, and long-lasting, and should require minimal medical supervision. Direct benefits to our own citizens amply justify greatly increased expenditures for research on such contraceptive methods and on the basic physiology of reproduction. The fact that such research will benefit most of the world's population provides heightened justification with regard to our obligations of conscience and our concern for world peace.

DESIGNS FOR RESEARCH AND TRAINING

Population research and training involve the social and behavioral, biological and medical sciences, as well as health education, communications and public health administration; and population issues deal with the interactions between population change and a wide sweep of fundamental human concerns, including economic development as well as esthetic, educational, ethical and religious factors.

The Nature of Population Research

Research in the field of population involves both the biomedical and social sciences.

On the biomedical side, research is directed to the study of reproduction and to the development and evaluation of means of fertility regulation. It extends also to investigations into the biological, medical and genetic implications of the regulation of reproductive rates and of specific methods of fertility control.

Research on new contraceptives must be aimed at the development of an array of methods suited to a variety of conditions and preferences. Methods should be developed for use by men and women of various age groups. They must be safe, effective, inexpensive, simple to administer and distribute, and easy to use. Contraceptive methodology has made great advances in recent years, but even the best new methods have some problems connected with their use.

Three recent developments in contraceptive technology—the intramuscular injection of progestin, the use of microdoses of progestin on a daily oral basis, and the subdermal insertion of a plastic capsule containing progestin—have reached the stage

of clinical testing and may well lead to new methods for general use within two or three years. Investigations have started following other leads. In seeking solutions to population problems, it is essential that all leads toward improved contraceptive methods be identified and pursued without delay.

The urgency of population problems, however, must not act to confine biomedical research in this field to contraceptive development projects. Fundamental research is, after all, the prior condition of all applied technology. Basic studies of reproductive processes, grossly neglected in the past, must go forward in both human beings and laboratory animals in order to expand the information base from which new methods of fertility regulation can be expected to emerge. Also needed are long-range studies of the effects of changes in family planning practices on the genetic structure and demographic characteristics of societies.

Biomedical research is international in character; it involves foundations and international organizations as well as the scientific and medical personnel of other countries. Federal activities in population research should complement the work of private agencies and industrial firms, and should acknowledge the international nature of the problem by supporting the work of qualified scientists from many countries. Research should take into account the distinctive health conditions affecting contraception in different parts of the world and be carried out on a comparative worldwide basis.

On the side of the social sciences also, increased effort should be directed to both basic and applied research. The immediacy of some population problems demands at the same time that certain social and demographic studies be undertaken without delay. More detailed information on the health and reproductive behavior of the American people is urgently needed. A better understanding should be acquired of the factors that make for changes in the U.S. birth rate. Additional information about other countries will enable the United States to reach a better understanding of its own population characteristics as well as assist more effectively in the worldwide effort to reduce excessive rates of population growth.

Answers to some questions would lead to the improvement of family planning programs. How and to what extent do family planning programs affect fertility, birth control practices and population growth rates? To what extent do specific programs effect changes in specific modes of behavior? What social conditions also effect these changes? What is the evidence that effects

attributed to programs are not the result of other social changes going on at the same time?

In the development of long-range population policy, the consideration of alternative policies and their consequences is a first step, and such consideration should accordingly be encouraged. Circumstances affecting fertility are of immediate concern in view of the central role of fertility in population change. However, the way a population grows, changes and comes to be distributed in a country is affected also by other factors, such as migration and mortality. Population research should be broad enough to encompass all such factors. It should not be limited to studies of fertility.

In the widest sense, there is a demographic component in all social problems. It is thus difficult to set forth priorities that would limit the Committee's recommendations to something less than support for the whole range of social science. Much more demographic research and training are clearly needed, but the relative importance of different aspects of the field is a problem to which the Center for Population Research should give early attention. In view of identified needs in the biomedical and social sciences, the Committee recommends:

That the newly established Center for Population Research accelerate the Federal Government's population research and training programs in both the biological and social sciences and that within two years the Center be expanded into a National Institute for Population Research, established by act of Congress.

In its present form or as its proposed successor Institute, the Center should serve as the Government's central clearing house of information on population research and training, whether domestic or foreign.

Operational Research in Family Planning

Three factors are involved in family planning programs: people who want to regulate their fertility, a means of regulating fertility, and the organization to bring one to the other. The third factor, organization, is now a major problem in family planning efforts throughout the world.

Most foreign programs have included family planning within general health services without evaluating alternative operational structures. In these large, often nationwide programs, questions involving separate family planning services, the effectiveness of mobile units, the training of paramedical personnel to supple-

ment scarce medical professionals, the results of concentrating effort on high-parity or low-parity mothers, the incidence of abortion and its demographic and social significance—none of these has been adequately studied.

Within the United States, the single purpose family planning clinic emerged historically to provide family planning services to those of the poor who could not otherwise get them. Now, while municipal and voluntary hospitals as well as State and county health departments are moving in the direction of family planning, an opportunity exists to make such services an integral part of comprehensive, high-quality health care. The role of hospitals and medical schools in providing community outreach programs has been recognized for other health needs and should be extended to include family planning.

Research in the operational aspects of family planning programs is a necessary part of the responsibility of those Federal agencies supporting such operations both here and abroad. As an integral part of their work in this field, the Department of Health, Education, and Welfare, the Office of Economic Opportunity and the Agency for International Development should support studies of alternative administrative arrangements for providing services, of the effectiveness of new methods of contraception, of the extent to which the programs are utilized and their impact on ultimate objectives. Less than \$1.5 million was allocated for such studies in 1968, and no significant increase appears possible in 1969. In the international sphere, AID allocated relatively modest sums to operational research despite its vital importance to the success of national family planning programs in the developing world. The Committee therefore recommends:

That Federal agencies involved in family planning services support operational research at a level adequate to evaluate their programs and make them more effective.

Immediate Training Needs

A large increase in training programs will be needed to provide qualified personnel for new and expanding programs in population. To meet immediate needs for trained personnel, operating agencies can make interim arrangements with existing resources. While this interim training is under way, a comprehensive survey should be commissioned to project in detail the personnel and training needs of domestic and international pro-

grams. This survey should estimate the numbers and types of people who will be needed; it should indicate the institutions at home and abroad that can conduct training programs, and it should state what these programs will cost the Government and other organizations.

Essential projections of training needs do not now exist. The need for them is pressing. The Committee therefore recommends:

That an appropriate agency be asked to undertake without delay a comprehensive survey of manpower and training requirements for both domestic and international population and family planning programs.

Immediate requirements for training family planning personnel can be met by operating agencies using presently available funds. The Committee therefore further recommends:

That operating agencies use existing authority to train physicians, nurses, social workers, statisticians and other professionals needed immediately in both domestic family planning programs and foreign assistance efforts.

In the international field, special emphasis should be given to building a base of trained persons who can initiate and conduct programs of research, training and service. Countries with extensive experience in population and family planning work should be encouraged to provide training opportunities for nationals of other countries and to assist countries with limited experience in developing their own training programs. Existing institutions abroad should be used whenever possible, and relationships of exchange and collaboration should be developed among foreign and American institutions.

A Federal Program of Research in Population

The Federal Government has made a start in organizing programs of research in population subjects and in the training of specialists to conduct the research. The scale of the present effort, however, is far too small when weighed against our national and international goals.

In only the past few years, Federal expenditures for population research have gone from close to nothing to the current level of \$18.25 million. The largest funding source in the Federal program is The National Institute of Child Health and Human Development. The President requested \$12 million for this

agency's population program in fiscal 1969; Congress appropriated \$9.63 million. This meant that the resources available to the major Federal agency in the field are little larger in fiscal 1969 than they were in 1968. In view of cost increases, its current budget is in fact regressive at a time when population research should be a national priority and excellent research proposals are not being funded. More than half of the research grants and research training grants approved by the NICHD Council have either not been funded at all or have had to accept budgetary restrictions. The Institute's research support of outstanding foreign scientists has been virtually eliminated.

The Center for Population Studies should take advantage of every opportunity, foreign and domestic, to support research leading to improved contraceptive technology and to a broader understanding of reproductive biology. Funds sufficient for this purpose should be made available by Congress. Foreign assistance funds should also be used, as appropriate, to support research activities as a means of providing important assistance to overseas programs. The contraceptive technology available is a major factor in the success or failure of most family planning programs.

Most of the Federal support for population research now goes to the biological sciences with almost none directed toward operational research and very little to the social sciences. Some support for population research by social scientists is contained in the programs of the National Institute of Mental Health, other institutes within the National Institutes of Health, the National Science Foundation, and—for projects with international scope—the Agency for International Development. The NICHD's Center for Population Research plans to initiate in 1969 a contract research program in the social sciences amounting to \$750,000. A major expansion is needed in support of social science studies of population, including fertility, population growth and distribution, and population policies.

The development of improved contraceptive methods is an example of the kind of vitally important task to which contract funds should be devoted. The Center for Population Research has already established a coordinated contract research program in contraceptive development. The level of funding for this activity is at present, however, so far short of what is needed that the program's chances for success are jeopardized. The Committee therefore recommends:

That the Center for Population Research be given sufficient funds to set up and sustain a contract research program in contraceptive development that will assure a concentration of attention in this area by the world's most qualified scientists.

The Center should lend additional support to the development of improved methods of contraception by means of research grants. The Center's program of grants should be expanded to provide adequate support for other essential kinds of population research. Additional grant support should be forthcoming from operating agencies. The Committee therefore further recommends:

That the Federal Government increase its research grants in population to provide a high level of support for programs in the physiology of reproduction, in continuing studies of existing methods of contraception, in the development of new contraceptive methods, in problems of effective field utilization and in population aspects of the social sciences.

Although the Center should serve as the principal instrument for the Federal Government's support of research in population, certain specialized research tasks in the broad field will have to be undertaken by other Federal agencies. The suggestion has been made that AID should support population research when it contributes to international assistance programs. Another recommendation proposes that operating agencies conduct operational research. Additional important areas exist in both the biomedical and social sciences in which Federal research related to population must be conducted elsewhere than in the Center for Population Research.

Both hormonal and intrauterine contraception, as well as most foreseeable new methods, require medical participation and supervision. Hormonal contraception in particular has given rise to a unique situation in which large numbers of healthy women have become continuous users of pharmaceutical products that are likely to have general physiological effects. In foreign family planning programs, national medical authorities will provide guidance for the medical management of contraception in the light of local conditions. Within the United States, the use of contraceptive drugs and devices in family planning programs must be accompanied by the medical safeguards that the Food and Drug Administration determines are necessary. It is essen-

tial that contraceptive drugs and devices be subjected to exhaustive studies of their safety. The Committee therefore recommends:

That the Food and Drug Administration be provided with sufficient funds to assure that adequate surveillance be maintained on approved contraceptive drugs and products under investigation including long-term monitoring studies that would reveal direct effects that may develop after a period of latency.

Demographic studies indicate that the death rate in the United States is at present both low and stable. The national rate of growth as well as the age structure of the U.S. population is therefore largely determined by variations in the birth rate. In the last three decades, the birth rate of the United States has moved from a low in the Great Depression through an unexpected high generally referred to as the "baby boom," and into a new decline toward even lower levels. Many expect the birth rate to rise again as the large number of "baby boom" babies become parents, as they are just now beginning to do—but such a prediction contains many uncertainties. To improve our understanding of the factors that determine birth rates, a continuing national survey of family growth characteristics should be a part of the Federal data collection system. Such a survey would provide a regular flow of information on changes in our reproductive norms, on the effectiveness with which parents control the number and spacing of their children, on the incidence of induced abortion, and in general on a variety of social and economic factors influencing patterns of childbearing. A plan has already been developed for a continuing survey of this type to be conducted by the National Center for Health Statistics. Appropriations are needed to implement the plan. The Committee therefore recommends:

That the National Center for Health Statistics be given funds to establish a continuing survey of family growth in the United States in order to determine trends in childbearing patterns and factors affecting the American birth rate.

In addition to supporting meritorious research proposals through grants and contracts, the Center for Population Research should contribute to the support of institutions capable of carrying out programs of population research involving a number of disciplines. University centers vary in the extent to which they

devote themselves to the biomedical, public health and social science aspects of population research. Whatever their emphasis, however, the required resources are concentrated in universities, and without the further development of such centers, the recommended research and training activities will be severely handicapped. Existing population studies centers do not have assurance of support at even their present levels of activity. It is thus important that the Federal Government contribute both to the core support of present centers and to their expansion. Maximizing their activities would require annual expenditures of \$20 million with wide variations from center to center depending on how much of the work is devoted to the more expensive natural sciences.

The Federal Government should also provide funds for the establishment of new centers of population research and training for research, preferably in universities that can show a nucleus of qualified personnel on which to build.

Because of intense competition for limited funds appropriated for research facilities, legislative authority should be sought to speed the development of population research centers. Special legislation should make funds available on a three-to-one matching basis for construction costs. An estimated \$5 million would be required to build each new center with an annual average of \$1 million needed for core support. Additional support for centers would be supplied through such traditional mechanisms as grants and contracts for research and training. A total authorization of \$100 million would be required for the construction of ten new population studies centers including their core support for five years. When the costs of providing construction and basic support to existing population studies centers is added to this, a total of \$200 million in Federal funds would be needed for center programs over a five-year period beginning in fiscal 1970. The Committee therefore recommends:

That the Federal Government provide basic support for population studies centers.

In accordance with the previous recommendations, the National Institute of Child Health and Human Development will undertake three major activities coordinated by its Center for Population Research. It will administer a program of research through contracts. It will support additional studies through research grants. It will finance the proposed program of popula-

tion studies centers primarily in universities. These three activities, conducted at a level commensurate with present needs, will require budgetary support at much higher levels. The Committee therefore recommends:

That the expanded program of biomedical and social science research and training in population supported by the National Institute of Child Health and Human Development and coordinated by its Center for Population Research rise to \$30 million in the fiscal year 1970 and to \$100 million in 1971.

NEW DIRECTIONS IN POLICY AND PROGRAM PLANNING

Recommendations for actions that will advance this nation's domestic and international programs in population and family planning have been outlined in the preceding sections of the report.

Although a principal aim of the actions recommended in this report is to make family planning services more effective and widely available to all who want them, such services are only one of the important factors that influence population trends. Among the many other factors that exert profound influence on population trends are tax policies, participation of women in the labor force, job and housing opportunities, population mobility, age at marriage and marriage rates. The present report should be supplemented by a more thorough study, undertaken over a longer period of time, of alternative policies designed to meet the whole range of factors influencing population change. The Committee therefore recommends:

That Congress authorize and the President appoint a Commission on Population.

This Commission should:

- (a) Assess the social and economic consequences of population trends in the United States;
- (b) Examine the major trends in world population growth as they relate to U.S. policies and programs;
- (c) Evaluate research needs, resources and progress in the field of population and family planning;

- (d) Consider the consequences of alternative population policies;
- (e) Bring to the attention of the American people the relationship of population trends to the quality of life;
- (f) Review the extent to which the recommendations of the President's Committee on Population and Family Planning have been carried out.

This Commission should be authorized by Congress and appointed by the President as soon as possible with instructions to report to the President and the nation by the end of 1970.

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The Office of the President has a unique responsibility and opportunity to focus attention on population and family planning matters, and to encourage public understanding of them. Because of their importance, these programs must receive continuing attention at the highest level of Government. The Committee therefore recommends:

That the President designate one of his special assistants to take particular cognizance of population and family planning matters.

As population programs develop they will impinge on bureaus and offices not directly engaged in the field. Therefore, it is essential that all Government agencies have access to expert information on the subject. Most of all, it is important that the President have immediately available the latest findings in the field. The Committee therefore recommends:

That the President instruct the Director of the Office of Science and Technology to appoint at least one person to his staff with special competence in the biomedical and social science aspects of population.

To reach the long-term public objectives of the Federal Government in population and family planning, careful program planning and analysis will be required in each Federal agency with major responsibilities in the field. Designing, financing and implementing the population and family planning activities of the Department of Health, Education, and Welfare is especially difficult because of the many tasks and operating organizations involved. Long-range problems require long-term plans to meet

them. A specific five-year program plan should help insure that departmental policy continuously guides the operating units and coordinates diverse activities. A similar five-year plan should be developed by the Office of Economic Opportunity in close collaboration with DHEW. The Committee therefore recommends:

That the Department of Health, Education, and Welfare and the Office of Economic Opportunity develop specific five-year plans for their population and family planning programs.

The means for developing a five-year plan in population and family planning in DHEW is outlined here.

Suggested Outline of Plan for DHEW

(The following plan reflects current organizational structure)

1. By May 31, 1969, develop a time-phased five-year operating plan, including:
 - programs to provide family planning services to the poor and near poor;
 - research programs;
 - training of medical, social welfare and allied personnel, including the incorporation of family planning materials in the curricula of medical and other related professional schools;
 - public education.
- a. The plan should include:
 - specific, time-phased objectives in terms of unwanted births prevented, number of people served, number of institutions served, and other relevant data;
 - assignment of specific goals to each pertinent DHEW agency, including an explicit statement of goals vis-a-vis State health agencies;
 - the role of project grants, formula grants, Medicaid, and cash assistance;
 - costs and personnel requirements;
 - legislative and organizational changes needed.

- b. The plan should be developed by the Office of Deputy Assistant Secretary for Population and Family Planning in cooperation with operating agencies, and with the Office of the Assistant Secretary for Program Evaluation.
 - c. The plan is to be reviewed, and approved (with modifications, if necessary) by the Secretary.
 - d. The approved plan should then provide explicit guidance for each operating agency:
 - in making up annual budgets;
 - in drawing up a detailed operating plan for its own activities in the field of family planning—to be reviewed by the Office of the Deputy Assistant Secretary for Population and Family Planning and approved by the Secretary.
 - e. Each year the five-year plan will be updated and one more year added.
 - f. After the first year, each operating agency must submit an "accomplishment report" explicitly comparing actual results for the prior year with plan objectives.
2. By May, 1970, the five-year plan (i.e., in this case the updated five-year plan) should be developed for each DHEW region.
 - The initial submissions will be developed in each region by a small professional family planning staff reporting to the DHEW regional director.
 - Regional family planning staffs will also be responsible for plan execution.
 3. By February 1, 1969, a specific three-year training program in family planning will be developed for DHEW personnel in the various operating bureaus:
 - The training program will be developed by the Office of the Assistant Secretary for Administration in cooperation with the Office of the Deputy Assistant Secretary for Population and Family Planning.
 4. By May 1, 1969, an explicit time-phased multi-year plan (including objectives, costs and personnel requirements) should be developed to evaluate the relative effectiveness of

various approaches to the delivery of family planning services, including a program for experimental projects to gain more operational knowledge.

- The evaluation plan should be drawn up by the Office of the Assistant Secretary for Program Evaluation in consultation with the Deputy Assistant Secretary for Population and Family Planning.
 - The evaluation plan should give guidance to operating agencies on how to structure the "accomplishment reports" called for above.
5. By May 1, 1969, a time-phased specific plan should be ready for collecting the demographic and operational data needed to draw up the basic plans and to evaluate results.

Particular attention should be given to collecting operating information on formula programs run by the States.

- Data collection, analysis and publication plans should be developed by the Office of the Deputy Assistant Secretary for Population and Family Planning.

Although the five-year basic operating plan will be substantially changed and revised as time goes by, the plan is useful as a tactical mechanism:

- to force *decisions* on budget, personnel, and operations in accordance with top-level DHEW policy;
- to provide a means to check *results* against *promises*;
- to provide a meaningful *power center* at the regional level;
- to bring the Office of the Deputy Assistant Secretary for Population and Family Planning to bear directly on the *decision process*;
- to provide a mechanism by which *evaluation results* can help shape program decisions.

This outline for a basic five-year operating plan for a domestic program is presented in detail as a model suitable for other agencies. Such long-range planning is more difficult in the field of international assistance programs since these depend in part on policies and actions of other governments and multilateral agencies. However, the Committee believes that it is possible to develop longer-range plans than those now developed even for

our international assistance programs. Population problems are of a long-term character and they are unlikely to be resolved successfully by programs, plans and appropriations that have a horizon of only one year.

Since the population and family planning programs of the Federal Government are becoming so diverse—covering research, training and service activities, domestic and international, carried on by many operating units—a comprehensive statement of the scope of those activities should be readily available. Without such a statement showing activities in prior years and amounts proposed for the new budget, neither the Congress, nor outside observers, nor indeed officials of the executive branch, can evaluate the adequacy of and trends in Federal resources supporting population and family planning programs. This summary statement should classify Federal programs in meaningful categories such as research, training, and service activities, and provide both budgetary information and operating data on research accomplishments, the number of individuals served, people trained and other relevant data. The Committee therefore recommends:

That a special analysis of Federal population and family planning programs be published as part of the annual budget document.

In accordance with its mandate from the President, the Committee has centered its attention on the Federal Government and its role in the broad effort to resolve population problems. The new organizational forms proposed for governmental activity will supplement rather than replace the important private organizations already at work in the field. Some of this report's recommendations have as their purpose a strengthening of private agencies while linking their work to essential governmental activity. The past work of private agencies in fields related to population and family planning has laid a foundation on which extensive governmental activity can be constructed. Without the continued growth and cooperation of private agencies, the much larger governmental programs recommended for the future could be carried out only with great difficulty and at much greater cost. A continuing partnership is essential between the Government and other concerned organizations.

Three Presidents have demonstrated an increasing awareness of the nature and importance of the population problem. The present administration has already started the transition from concern to action with a number of measures including the establishment of a Federal population research center, the expansion of domestic family planning programs, and the launching of international assistance programs in population.

The importance of these measures must not be underrated, and yet they are not enough. The Federal Government must undertake a much larger effort if this nation hopes to play its proper role in attaining a better life for its people and for the citizens of the developing nations. In working to avert a population crisis, this nation will at the same time help strengthen the voluntary exercise of a basic human right, the right of parents to have the number of children they want, when they want them.